

AGENDA MEMORANDUM

To: Planning Commission

From: Sandy Vossler, Senior Planner, Development Services Department

Title: **East Plum Creek Trail Public Land – 2 District Zoning** [0.21 acres, located north of Crystal Valley Parkway, east of I-25 between the East Frontage Road and the Union Pacific Railroad Right-of-Way]

Executive Summary

The Town of Castle Rock (Town), property owner and applicant, has submitted an application proposing to annex and zone a 0.21 acre parcel, to be known as the East Plum Creek Trail Annexation. The East Plum Creek Trail traverses the property.

This Town-owned parcel is located north of Crystal Valley Parkway, east of the East Frontage Road and west of the Union Pacific Railroad Right-of-Way (ROW) (Figure 1 and Attachment A).

The application being presented to Planning Commission is to straight-zone this property as Public Land – 2 (PL-2). PL-2 is a zone district intended primarily for municipally owned property and public uses. Permitted uses and development standards are established in the

Town's Municipal Code, Section 17.30.030 (Attachment B). PL-2 allows for passive open



Figure 1: East Plum Creek Trail Vicinity Map

space and trails. The Town does not intend to change the use of the property beyond the existing public trail.

This zoning application is associated with the East Plum Creek Trail Annexation. Per the Colorado Statutes and the Town's Municipal Code, annexations that do not include public ROW are required to be heard by Town Council only. Therefore, Planning Commission is being asked to consider and provide a recommendation on the zoning proposal only. Town Council will consider the proposed annexation and PL-2 zoning on first reading at a public hearing scheduled for Tuesday, August 19, 2025.

Based on the staff analysis detailed in this staff report, staff recommends that Planning Commission recommend to Town Council approval of the zoning of East Plum Creek Trail property as Public Land – 2.

Background

Existing Conditions and Surrounding Uses

There are numerous Town-owned parcels that are currently outside of the Town boundaries. The Town is in the process of incorporating these parcels and bringing them under Town jurisdiction through the annexation and zoning process. Annexation allows for the enforcement of Town zoning regulations and Municipal Code provisions, as well as law enforcement. Annexation also avoids service conflicts or redundancy, as to which jurisdiction governs the property.

The Town-owned parcel is adjacent to County property zoned Agricultural One (A-1) to the west and Union Pacific Railroad ROW to the East. To the north is the Brookside Business Center Planned Development (PD) open space and to the south is the Creekside PD open space. Beyond the Union Pacific RR ROW to the east is Plum Creek Amended PD and the Plum Creek golf course. The three PDs are within the Town boundaries.

The East Plum Creek Trail is a Town-owned and maintained hard surface trail that extends from downtown Castle Rock south, following East Plum Creek west of the Union Pacific RR, crossing the subject property, to Crystal Valley Parkway.

Current Zoning

The parcel is currently zoned Agricultural – 1 (A-1) in Douglas County. Uses allowed under the current zoning include agriculture, churches up to 350 seats, open space and parks, private recreation facilities, schools, fire/sheriff station, event center, greenhouse, vet clinic and single family residential, etc.

Discussion

The Property

The East Plum Creek Trail property consists of one parcel that is approximately 0.21 acres. The property is located one-third of a mile north of the Crystal Valley Parkway,

between the East Frontage Road ROW and the Union Pacific Railroad ROW. The East Plum Creek Trail traverses the property. The Town acquired the property from a private property owner in 2017.

Zoning Request

Douglas County Agricultural – 1 zoning allows open space, trails and agricultural uses, as well as large lot residential development, schools and churches with up to 350 maximum seating capacity. The Town is proposing to zone the property as Public Land-2. PL-2 is a straight zone classification established in the Town of Castle Rock Municipal Code, Section 17.30.030. The PL-2 zoning allows open space and trail uses, as well as associated service facilities and parking. The Town intends to continue the current use of the property as a public trail corridor (Figure 2).



Figure 2: East Plum Creek Trail NearMap Aerial Image

Notification and Outreach

Public Notice

Public hearing notice signs were posted on July 9, 2025. Written notice letters were sent to property owners and Homeowner Associations (HOA) within 500 feet of the property, at least 15 days prior to the public hearings.

Town staff published notice of the Planning Commission and Town Council public hearings on the Town's website and provided information about the proposal on the Town's *Development Activity* interactive map.

Neighborhood Meetings

A hybrid neighborhood meeting was held on June 10, 2025 and 8 members of the public attended (Attachment C). General questions were asked to clarify the location of the parcel to be annexed, whether the annexation was related to future East Frontage Road improvements, and uses associated with Public Land-2 zoning. No objections to the annexation or zoning were expressed. The second and third neighborhood meetings were waived by the Town Manager.

External Referrals

External referrals were sent to local service providers and Douglas County agencies. No objections were raised and there are no outstanding comments.

Proposed Annexation

On August 19th, Town Council will hold a public hearing on the proposed annexation and PL-2 zoning of the East Plum Creek Trail property. Town Council will consider the East Plum Creek Trail annexation map (Attachment D) and petition, in accordance with the requirements of the Colorado Constitution and Colorado Revised Statutes (C.R.S.) Title 31, the Municipal Code Title 20, and the 2030 Comprehensive Master Plan, Responsible Growth Principles for annexation, as well as Planning Commission's recommendation and public testimony provided at the public hearing.

Zoning Analysis

Planning Commission and Town Council will consider zoning the East Plum Creek Trail property as Public Land – 2, per the criteria found in Section 17.02.060. Straight zone district classifications shall be evaluated under the following criteria:

- Compatible with Land Use Intergovernmental Agreements

The Douglas County/Town of Castle Rock Land Use Intergovernmental Agreement is no longer in effect. There are no other land use intergovernmental agreements applicable to this property.

- Conformance with the Town's Guiding Documents and Criteria Manuals

The East Plum Creek Trail property is an integral piece of the Town's trail system. It is located within the Town's 3-mile boundary and the future Town boundary.

Annexation of the parcel complies with the annexation criteria of the Town Vision and 2030 Comprehensive Master Plan.

- Compatible with Surrounding Uses

The proposed PL-2 zoning is consistent with the current A-1 zoning on the property, in that both allow open space and trails. The current use of the parcel as part of the East Plum Creek Trail will continue.

The passive use of the parcel as open space is compatible with the surrounding uses. The large lot residential property to the west is zoned A-1 in Douglas County. The parcel abuts Union Pacific RR ROW to the east, and the Plum Creek golf course, just beyond the RR. Town-owned open space abuts the parcel to the north and south.

- Impacts to the Natural Environment

The hard surface trail through the parcel has already been installed. No further improvements on the site are proposed. The PL-2 zone district uses by right are limited to open space, trails, wildlife sanctuary, parking and associated service facilities. The small size of the parcel and its lack of connection to public ROW inherently excludes some of the PL-2 permitted uses.

- Available Services and Infrastructure

The trail portion contained within this parcel connects to the remainder of the East Plum Creek Trail to the north and south. No other Town services or infrastructure is necessary for the site to continue its current trail use.

- Economic Potential

The Town's open space, trail amenities and access to natural resources make Castle Rock, a desirable place to live, work, shop and dine, all of which are economic drivers.

Budget Impact

The proposed zoning will not generate impact fees. As owner of the property, the Town is already maintaining the site and the trail, so there is no additional budget impact.

Findings

Town staff finds that the proposed Public Land – 2 zone district classification for the East Plum Creek Trail property

- Meets the zoning procedures and approval criteria outlined in Section 17.02.060 of the Town of Castle Rock Municipal Code.

Recommendation

Town staff recommends that Planning Commission recommend to Town Council approval of the proposed Public Land – 2 zone district classification, as proposed.

Proposed Motions

Option 1: Approval

“I move to recommend approval of the Public Land – 2 zone district classification for the East Plum Creek Trail property to Town Council.”

Option 2: Approval with Conditions

“I move to recommend approval of the Public Land – 2 zone district classification for the East Plum Creek Trail property, to Town Council, with the following conditions:” (list conditions)

Option 3: Continue item to next hearing (need more information to make decision)

“I move to continue this item to the Planning Commission meeting on [date], at [time].”

Attachment

Attachment A: Vicinity Map

Attachment B: Municipal Code Section 17.30.030 Public Land – 2 Zone District

Attachment C: Neighborhood Meeting #1 Summary

Attachment D: Annexation Map

